

Message Text

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ACTION NEA-10

INFO OCT-01 ISO-00 CIAE-00 DODE-00 PM-05 H-01 INR-07
L-03 NSAE-00 PA-01 PRS-01 SP-02 SS-15 NSCE-00
SSO-00 USIE-00 INRE-00 SIG-01 MMO-01 A-01 IO-13
ABF-01 CU-04 PER-01 HEW-04 HA-05 EB-08 SCS-06
SNM-05 DEAE-00 AID-05 EUR-12 EA-10 OES-07 DLOS-09
IGA-02 /141 W

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FM AMEMBASSY KATHMANDU
TO SECSTATE WASHDC IMMEDIATE 755

S E C R E T SECTION 1 OF 2 KATHMANDU 0297

E.O. 11652: XGDS-3
TAGS: NP
SUBJECT: US GOALS AND OBJECTIVES IN NEPAL

REF: A) 77 STATE 295606, B) 77 STATE 291277

1. WE HAVE GIVEN CAREFUL CONSIDERATION TO STATEMENT OF GOALS AND OBJECTIVES CONTAINED REF (A) IN LIGHT OF INSTRUCTION REF (B). REVIEW HAS NOT ONLY INCLUDED ALL MEMBERS OF COUNTRY TEAM, BUT AT MY REQUEST HAS ALSO INVOLVED AN INDEPENDENT EXAMINATION AND RESULTING INPUTS BY GROUP OF JUNIOR AND MIDDLE GRADE OFFICERS DRAWN FROM ALL AGENCIES OF THIS MISSION. COMBINED DECISION OF BOTH GROUPS IS TO RECOMMEND SUBSTANTIAL CHANGES IN "AMBASSADOR'S GOALS AND OBJECTIVES" FOR NEPAL. WHILE ALL OF ORIGINAL POINTS ARE RETAINED IN SOME FORM, I BELIEVE REDRAFT (A) PROVIDES CENTRAL FOCUS TO OUR EFFORTS, (B) IN NUMBER OF CASES MAKES THEM MORE EXPLICIT AND (C) IN OTHER ADAPTS GENERAL OBJECTIVES MORE DIRECTLY TO SPECIFICS OF NEPALESE SCENE. THERE FOLLOWS, FIRST, OUR REVISED TEXT AND, SECOND, DETAILED COMMENTS EXPLAINING RETIONALE BEHIND EACH OF CHANGES SUGGESTED.

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2. BEGIN TEXT. AMBASSADOR'S GOALS AND OBJECTIVES -- NEPAL. BASIC RATIONALE FOR U.S. PRESENCE IN NEPAL -- TO SUPPORT NEPAL'S CONTINUED SOVEREIGN EXISTENCE AND, WORKING WITHIN THE FRAMEWORK OF NEPAL'S MONARCHY AS AN INSTITUTION OF UNITY AND CONTINUITY TO CONTRIBUTE TO THE NATION'S SENSE OF CONFIDENCE AND ITS CAPACITY TO (1) ACT EFFECTIVELY AND CONSTRUCTIVELY ON A REGIONAL AND INTER-

NATIONAL PLANE, AND (2) INTERNALLY -- WHERE USG
HUMANITARIAN INTERESTS ARE STRONG -- TO OVERCOME ITS
MAJOR PROBLEMS OF POLITICAL AND ECONOMIC DEVELOPMENT.

I. CONSOLIDATION OF GOOD BILATERAL RELATIONS

--MAINTAIN CONTACTS AND GOOD WORKING RELATIONS NOT ONLY
WITH THE FULL RANGE OF NEPALESE DECISION MAKERS BUT ALSO,
AS PRUDENT AND PRACTICAL, WITH OTHERS, INCLUDING THOSE IN
MORE REMOTE PARTS OF THE COUNTRY, WHO MAY ASSUME KEY
POSITIONS IN THE FUTURE.
--SEEK FAIR AND EXPEDITIOUS HANDLING OF CASES INVOLVING
AMERICANS CHARGED WITH LOCAL OFFENSES.
--SUPPORT (AND MONITOR) THE GOVERNMENT IN ITS DECISION TO
REJECT THE IDEA OF LEGAL OPIUM PRODUCTION; AND PROVIDE
SUPPORT AS PRACTICAL TO ASSIST THE GON IN THE IMPLEMENTATION
OF ITS RECENT NARCOTICS CONTROL LEGISLATION.
--ENSURE THAT OUR BILATERAL ASSISTANCE STRATEGY REFLECTS
NOT ONLY U.S. INTERESTS, INCLUDING US LONG TERM HUMANITARIAN
CONCERN WITH NEPAL'S DEVELOPMENT PROBLEMS AS A
LEAST DEVELOPED COUNTRY, BUT IS CONSISTENT WITH
NEPAL'S OWN PRIORITIES AND REQUIREMENTS AND IS
COORDINATED WITH THE EFFORTS OF OTHER DONORS.

II. REGIONAL STABILITY AND COOPERATION

--ENHANCE GON SELF-CONFIDENCE IN DEALING WITH ITS
NEIGHBORS BY:
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(A) PROVIDING ECONOMIC ASSISTANCE WHICH WILL
FACILITATE NEPAL'S EFFORTS TOWARDS ACHIEVING A DEGREE
OF ECONOMIC SELF-SUFFICIENCY;
(B) SEEKING IN A LOW KEY MANNER TO PROMOTE INTERNAL
POLITICAL RECONCILIATION AMONG VARIOUS POLITICAL FACTIONS; AND
(C) CONTINUING TO OFFER OTHER, OFTEN LESS TANGIBLE SIGNS
OF US INTERESTS IN AND RECOGNITION OF NEPAL'S INDEPENDENCE
AND SOVEREIGNTY.
--CAREFULLY RELATE THE SUBSTANCE OF OUR PROPOSED ACTIONS
(AND THE MANNER IN WHICH THEY ARE LIKELY TO BE PERCEIVED
BY OTHERS) TO THE DELICATE BALANCING ACT WHICH NEPAL MUST
CONSTANTLY PERFORM, NOT ONLY WITH REGARD TO ITS GREAT
NEIGHBORS BUT ALSO IN TERMS OF VARIOUS OTHER COMBINATIONS
ON THE SCALE -- E.G. THE SOVIETS RELATIVE TO THE CHINESE,
WEST TO EAST, ETC.
--ENCOURAGE THE POSITIVE ATTITUDE AND INITIATIVES WHICH
THE GON HAS TAKEN ON THE SUBJECT OF REGIONAL COOPERATION
IN DEVELOPMENT NOTABLY IN THE AREA OF HARNESSING
WATER RESOURCES.

III. IMPROVEMENT OF NEPALESE HUMAN RIGHTS PERFORMANCE

--WORK TO SENSITIZE THE GON TO HUMAN RIGHTS CONSIDERATIONS

AND TO THEIR OPERATIONAL IMPORTANCE BOTH TO THE U.S. AND TO
THE MAINTENANCE OF INTERNAL POLITICAL STABILITY WITHIN NEPAL.
--ENCOURAGE THE GON TO PURSUE THE RECENT TREND TOWARDS
POLITICAL LIBERALIZATION AND SPECIFICALLY TOWARDS GREATER
PUBLIC PARTICIPATION IN THE INSTITUTIONS OF GOVERNMENT.
--CONTINUE THE PRESENT FOCUS OF OUR AID AND PEACE CORPS
PROGRAMS ON PROVIDING DIRECT ASSISTANCE TO THE RURAL POOR,
AND ENCOURAGE THE GON TO INCREASE THE EFFECTIVENESS OF ITS
EFFORTS IN THIS SAME DIRECTION, INCLUDING THE ACHIEVEMENT
OF GREATER GRASS ROOTS PARTICIPATION.

IV. A MODERATE NEPALESE ROLE IN MULTILATERAL FORA
--SUPPORT A CONTINUED MODERATE NEPALESE ROLE AND ENCOURAGE
NEPAL TO JOIN WITH OTHER MODERATES IN ASSERTING ITS VIEWS
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IN INTERNATIONAL FORA.

3. THE FOLLOWING EXPLANATION OF SUGGESTED CHANGES IS KEYED
TO INDIVIDUAL GOALS IN PARA 2 ABOVE:
BASIC RATIONALE -- IN OUR VIEW, THE NEW FORMAT PRESENTED
REF (A), WHILE WELCOMED FOR ITS CONCISENESS, LACKED AN OVER-
ALL FOCUS. THERE WAS NO FRAMEWORK RELATING THE FOUR CATEGORIES
OF GOALS PRESENTED ONE TO THE OTHER MUCH LESS TO SOME CEN-
TRAL RATIONALE FOR OUR PRESENCE HERE, A FELT NEED WHICH WAS
MET IN THE LONGER PARM NARRATIVE OF LAST YEAR. OUR
"BASIC RATIONALE", WHILE ATTEMPTING TO RETAIN THE MERIT
OF BREVITY, SEEKS TO FILL THAT VOID.
IN TERMS OF SUBSTANCE, THERE IS LITTLE CHANGE FROM THE

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ACTION NEA-10

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TO SECSTATE WASHDC IMMEDIATE 756

S E C R E T SECTION 2 OF 2 KATHMANDU 0297

LEAD OFF PARAGRAPH OF LAST YEAR'S PARM (77 KATHMANDU 1218).
OUR BASIC OBJECTIVES REMAIN TO SUPPORT NEPAL'S SOVEREIGNTY
IN THE INTERESTS OF INTERNAL AND REGIONAL STABILITY AND,
AT LEAST SO LONG AS OVERALL RELATIONS REMAIN SOUND, TO
FULFILL OUR HUMANITARIAN CONCERNS FOR THIS LEAST DEVELOPED
COUNTRY. WE HAVE CITED THE NEED TO WORK THROUGH THE
MONARCHY -- CAREFULLY QUALIFIED SO AS NOT TO PREJUDGE THE
NATURE OF THAT INSTITUTION -- BECAUSE WE BELIEVE IT TO BE
AN IMPORTANT UNIFYING FACTOR IN THE COUNTRY AND ONE TO WHICH,
FOR THE FORESEEABLE FUTURE, WE CAN SEE NO ALTERNATIVE.

I. BILATERAL RELATIONS

--WE HAVE SOUGHT TO BROADEN OUR FOCUS TO INCLUDE BOTH SOME
"DISSIDENT" ELEMENTS (BUT WITH CAUTION) AS WELL AS TO GO
BEYOND CONFINES OF KATHMANDU VALLEY, AN AREA WHERE PEACE
CORPS IN PARTICULAR IS ALREADY ACTIVE BUT WHERE MORE CAN BE
DONE BY ALL ELEMENTS OF THE MISSION.
--WE BELIEVE OUR LANGUAGE IS A SOMEWHAT MORE NEUTRAL WAY OF
PUTTING SAME OBJECTIVE CONTAINED IN REF (A) DRAFT. WE CAN
REALISTICALLY ASK FOR LITTLE MORE THAN FAIR AND EXPEDITIOUS
HANDLING. WE HOPE THAT WILL RESULT IN THE RELEASE OF DETAINED
AMERICANS BUT WE MUST RECOGNIZE THAT END RESULT IN SOME CASES
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MAY STILL BE JUSTIFIABLE CONVICTION AND IMPRISONMENT.
--WE BELIEVE, ON ISSUE OF DRUGS, THAT OPIUM IS OUR
PRIME CONCERN AND SHOULD THEREFORE RECEIVE FIRST BILLING;
AS FOR IMPLEMENTATION OF NEW NARCOTICS ACT, THERE ARE
DISTINCT LIMITS TO WHAT WE CAN DO IN TERMS OF BOTH GON'S
CAPABILITIES AND MOTIVATION AS WELL AS THE SCOPE OF
PROBLEM. MOREOVER SO LONG AS WE ARE SPEAKING ONLY OF
HASHISH, THE ISSUE IS OF LESSER PRIORITY FOR US. (AND
EFFECTIVE ENFORCEMENT IS LIKELY TO INCREASE OUR BILATERAL
CONFLICT OVER DETAINED/CONVICTED AMERICANS). WE WILL
OFFER HELP AND DO WHAT WE CAN, BUT WE SHOULD NOT
EXPECT MAJOR RESULTS QUICKLY.
--ON OUR ASSISTANCE EFFORT WE HAVE SOUGHT (A) TO BROADEN
IT BEYOND AID, (B) TO BRING IN POINT ABOUT HUMANITARIAN
ASPECTS OF OUR INTERESTS, AND (C) TO CITE ROLE OF OTHERS
BOTH IN TERMS OF NEED FOR COOPERATION BUT ALSO TO INDICATE
LIMITS OF OUR CAPABILITIES.

II. REGIONAL ASPECTS

--IN OUR VIEW POINT REF (A) ABOUT SELF-CONFIDENCE WAS SO

BROAD AS TO LACK MUCH MEANING. WE HAVE CITED THREE SPECIFICS.

(A) WE BELIEVE AID NEEDS TO BE CITED IN THIS AREA. ECONOMIC SELF-SUFFICIENCY IS LONG WAY OFF AND OUR EFFORTS, WITH THEIR FOCUS ON THE INDIVIDUAL, WILL HAVE ONLY INDIRECT IMPACT. BUT GENERAL ECONOMIC ADVANCE IS PART OF OUR OBJECTIVES. (B) INTERNAL POLITICAL DIFFICULTIES NOT ONLY WEAKEN GON POSTURE IN EXTERNAL AFFAIRS BUT ALSO TEND INVITE DESTABILIZING OUTSIDE INTERFERENCE. THERE IS A LIMIT TO WHAT WE CAN DO, BUT WE SHOULD DO OUR BEST TO ENCOURAGE MOVES TOWARDS MUTUAL ACCOMMODATION. (C) SELF-EXPLANATORY.

--WE BELIEVE THAT IT IS ALL VERY WELL TO TAKE ACTIONS TO ASSIST NEPAL, WHETHER IN ITS INTERNAL OR REGIONAL PROBLEMS, BUT THAT THESE MUST BE CONSIDERED IN TERMS OF THEIR IMPACT
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ON NEPAL'S DELICATE BALANCING ACT IN DEALING WITH THE OUTSIDE WORLD -- PRIMARILY WITH "THE BIG FOUR" -- INDIAN, CHINA, USSR AND OURSELVES. TO DATE NEPAL HAS BEEN QUITE SUCCESSFUL IN THIS REGARD AND WE SEE IT AS BEING IN OUR INTERESTS IF THIS CONTINUES. WE ARE NOT SPEAKING ONLY OF ONE-TO-ONE BALANCE AS BETWEEN INDIA AND CHINA, OR NECESSARILY OF EQUALITY OF INPUT AS SAY BETWEEN OURSELVES AND USSR. IN SOME CASES THEIR GOAL IS A CALCULATED DISEQUILIBRIUM, IN SOME IT IS TWO OR MORE FORCES BALANCED AGAINST ONE, ETC. PROCESS IS IN FACT COMPLEX, NOT ALWAYS EASILY DISCERNABLE, BUT ALL THE MORE REQUIREMENT FOR US TO MAKE OUR BEST JUDGMENT AS TO THE IMPACT OF OUR ACTIONS IN THIS AREA.

--ONLY CHANGE ON REGIONAL COOPERATION IS TO UPDATE POINT IN LIGHT OF HM'S CP SPEECH, PRESIDENT IN NEW DELHI, ETC.

III. HUMAN RIGHTS

--WE SEE HUMAN RIGHTS AS IMPORTANT TO US BEYOND JUST "FOREIGN POLICY", HENCE THE ELIMINATION OF THOSE WORDS. AND WE BELIEVE THAT NEPAL'S STABILITY, AT LEAST IN LONGER TERM, IS TIED TO RECONCILIATION AND OBSERVANCE OF HUMAN RIGHTS. THERE ARE COUNTER ARGUMENTS TO BE EXPECTED, BUT WE BELIEVE THIS IS POINT TO BE MADE TO GON WHICH, IF DONE EFFECTIVELY, HAS ADVANTAGE OF PUTTING PROBLEM IN CONTEXT OF GOVERNMENT'S OWN SELF-INTEREST RATHER THAN AMERICAN IDEALS.

--WE SENSE A VALUE JUDGMENT AS TO TYPE OF POLITICAL SYSTEM NEPAL SHOULD HAVE AND BENEFITS WHICH WILL ACCRUE THEREFROM. WE HAVE CHOSEN INSTEAD TO FOCUS ON CURRENT CONCERN WITHIN NEPAL ON HOW TO INCREASE PUBLIC PARTICIPATION IN SYSTEM AND ON PROPOSED REFORMS OF SYSTEM TOWARDS THAT END. WE BELIEVE THIS IS MEANS OF MOVING TOWARDS SAME GOALS CITED REF (A) BUT WITHIN LOCAL CONTEXT, THIS BEING CONSISTENT WITH US POLICY NOT TO DICTATE POLITICAL SYSTEMS TO OTHERS.

--WE BELIEVE THAT ABSENCE OF REFERENCE TO ECONOMIC ASPECT

OF HUMAN RIGHTS WAS MAJOR OMISSION IN REF (A) DRAFT. WE HAVE
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PROPOSED LANGUAGE TO FILL THIS GAP. WE HAVE ALSO INCLUDED
REFERENCE TO OUR NEED TO MONITOR GON PERFORMANCE IN MEETING
NEEDS OF POOREST PEOPLE, INCLUDING SECURING PARTICIPATION OF
THESE PEOPLE IN LOCAL DEVELOPMENT EFFORTS. WE ARE NOT
SUGGESTING THAT WE SHOULD PARTICIPATE IN ALL ASPECTS OF BASIC
HUMAN NEEDS EFFORT, BUT WHEN WE CAN SEE CLEAR CASES OF GON
FAILURE TO RESPOND WITHIN ITS CAPABILITIES WE SHOULD ADDRESS
ISSUE.

IV. ROLE IN INTERNATIONAL FORA

--OUR PROPOSED CHANGE REFLECTS FACT THAT NEPAL ACTING
ALONE HAS ALMOST NO INFLUENCE. WHEN ITS MODERATE VOICE
HAS BEEN HEARD -- E.G. IN COLOMBO -- IT WAS THROUGH
JOINING WITH OTHER MODERATES TO PRESENT COLLECTIVE
FRONT.
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Concepts: POLICIES
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Draft Date: 16 jan 1978
Decaption Date: 01 jan 1960
Decaption Note:
Disposition Action: RELEASED
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Disposition Case Number: n/a
Disposition Comment: 25 YEAR REVIEW
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